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Country programme outline for Mali (2003-2007)*

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* The collection and analysis of current data required to present the Executive Board with the most up-to-date information has delayed submission of the present document.

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Introduction

1. As part of the reform of the United Nations system, the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the United Nations Development Programme (UNDP) have harmonized their programming cycles (2003-2007). This country programme outline is the product of broadened consultation with the Government, civil society, the country team, the Bretton Woods institutions and the donor community, carried out as part of the common country assessment (CCA)/United Nations Development Assistance Framework (UNDAF) process and the country review. The local programme review board has confirmed that this outline is appropriate.

I. Situation analysis

2. As a result of economic liberalization and the democratization of political life, the past decade has been characterized by: (a) sustained growth in the wake of the 1994 devaluation, with a hiatus in 2000-2001 largely caused by the cotton crisis; (b) a significant commitment to democracy, as confirmed by the national and local elections; and (c) a process of reconciliation with the north of the country, although this process remains fragile. The indicators attached to the millennium development goals despite an improvement in recent years, show very low performance, a situation confirmed by the CCA. Poverty is widespread: 64 per cent and 21 per cent, respectively, of the population are living in poverty and extreme poverty. The incidence of poverty is 71 per cent in rural areas and 31 per cent in urban areas. The situation is aggravated by environmental degradation (desertification, deforestation, erosion and degradation of water resources and hygiene and housing conditions). This widespread deterioration hits the poor hardest, with women particularly affected. The gap between men and women remains wide at every level of society, mainly because of women's social and family status and lack of education. The net rate of primary school enrolment was 44 per cent in 1998/99 (51 per cent for boys and 36 per cent for girls). The prevalence of HIV/AIDS is reportedly around 2 per cent, but it is higher among women and as much as 20 per cent to 45 per cent in high-risk groups.

3. By virtue of its indebtedness and the quality of current economic policy, Mali has been declared eligible for $870 million in debt relief under the Heavily Indebted Poor Countries Initiative (HIPC) I and II. To receive the full amount, the Government has undertaken to continue its reform programmes and has prepared a Poverty Reduction Strategy Paper (PRSP) 2002-2006 aimed, inter alia, at bringing the incidence of poverty down from 64 per cent in 2001 to 47 per cent in 2006. The PRSP is the sole frame of reference for the Government's policies and strategies. It underlines the country's weaknesses in the area of governance and takes an integrated approach to existing national sectoral and thematic programmes: health and social development, education, environment, justice and employment, as well as adopting a National Environmental Plan of Action and a rural development master plan. Administrative decentralization, the central element of Mali's development strategy, became effective in 1999 with the creation of 703 municipalities. However, it has to contend with institutional adjustment problems, administrative and financial constraints and the low educational level of local actors. In order to meet the country's development challenges, which were highlighted by the CCA, the United Nations system decided to focus its action on three areas, each of which has an UNDAF thematic programme framework: governance; essential social services and population; and food security, rural development and environment.

II. Past cooperation and lessons learned

4. The December 2001 country review points to some undeniable successes, but also to some very uneven results. The adoption of a strategic results framework (SRF) for 2000-2003 has made it possible to better direct the programme in terms of its impact on Mali's development. Performance is already good for three of the 11 outputs targeted in the SRF, and UNDP is playing a significant role.

5. *Greater use of sustainable human development (SHD) concepts by decision makers in formulating and implementing policies.* Decision makers are making increasing use of SHD concepts in public policy, mainly as a result of the National Human Development Reports produced by the Sustainable Human Development Unit (ODHD), with the support of the

office. These concepts are very much a part of the PRSP, which is produced under the technical supervision of UNDP. Through the programme for strengthening the national management of strategic development (PRECAGED), UNDP has helped place incomes and poverty reduction at the centre of macroeconomic policy. There are still many obstacles to progress in sustainable human development, however, including lack of information and weaknesses in both the formulation and the implementation of policies and strategies.

6. *Genuine involvement of local authorities and urban and rural communities in planning and management, including in the provision of public services.* There have been tangible results both upstream and downstream: local development planning structures and technical and financial tools for supporting municipalities have been designed; development programmes have been drawn up in the 117 municipalities receiving supports; local elected officials have received management training and training modules have been put together for the different actors involved in local development; and the decentralized structures in charge of education have been improved. However, because they do not form part of an overall policy, these steps are only a very partial response to the various constraints which are holding up the decentralization process.

7. *Increased capacity of local authorities, community groups and the private sector for environmental management and sustainable energy development.* This goal is being actively pursued by a number of UNDP projects, such as the various decentralization projects and the projects linking environmental action and the improvement of living conditions, in which it is essential that local authorities and community groups take over the management of natural resources. Here to, the impact of the activities undertaken is limited by the absence of a policy upstream which forms part of a genuine environmental policy.

8. The budgetary restrictions in 1999 reduced the programme's impact in terms of its strategic goals. These restrictions were offset by financial partnerships, mainly with the Governments of Belgium, Canada, France, Luxembourg, Norway and Switzerland, and with the United Nations Capital Development Fund (UNCDF) and the Global Environment Facility (GEF). The Government of Mali is contributing $2 million to the project to consolidate the gains of reintegration in the north of the country. The country review identified several lessons learned from recent experience, which are taken into account in the proposed programme, including the need to: (a) refocus the programme on a number of strategic areas in which the UNDP office in Mali has a comparative advantage (democratic governance, decentralization, management of development and environment); (b) take a cross-cutting approach to poverty alleviation, gender equity, the fight against HIV/AIDS, and human rights; (c) regain the momentum for decentralization which UNDP demonstrated in the 1992-1997 programming cycle by repositioning the programme in terms of policy and strategy; (d) help reconcile the two approaches reflected in the modalities for the granting of external aid (budgetary assistance vs. conventional assistance); and (e) consolidate partnerships on the basis of intended outputs by making them part of a strategy framework.

III. Proposed programme

9. The cooperation programme, which is based on the PRSP and UNDAF, will comprise two programmes: governance and environmental action and sustainable living conditions. The governance programme will have three subprogrammes: (a) economic governance, development planning and management, monitoring and analysis of the poverty situation, and reform of aid; (b) democratic governance (support for the institutions of the democratic system, human rights, and conflict prevention); and (c) local governance (support for the decentralization process, local planning/management of essential social services, and support for financial transparency and accountability mechanisms).

10. The environmental action and sustainable living conditions programme will seek mainly to support: (a) capacity-building in environmental planning and management; (b) implementation and monitoring of the international conventions on the environment; (c) creation of a fuelwood alternative energy sources component; and (d) design and implementation of decentralized strategies for risk and disaster prevention and management.

11. Poverty reduction, gender equity, the fight against HIV/AIDS, human rights and information and communication technologies (ICT) are cross-cutting themes of the programmes as a whole and of UNDAF.

Links with the CCA/UNDAF

12. UNDP action fits into the three UNDAF thematic programme frameworks.

13. *Objective 1: Contribute to the country's efforts to democratize society and build national capacities for better planning and management of development.* The UNDP contribution will mostly be in the form of: (a) support for the formulation, implementation and monitoring and evaluation of poverty reduction policies, especially the PRSP, taking care to incorporate sustainable human development (SHD) concepts into them; (b) strengthening of the institutions of the democratic system, in particular, the National Assembly and the bodies that oversee public services; (c) consolidation of the decentralization process; (d) improvement of the development management system; (e) building of institutional capacities to implement multisectoral strategies to combat HIV/AIDS and reduce its economic and social impact; and (f) support for governmental and community initiatives in the area of conflict prevention and post-conflict management in the north of the country, including efforts to combat the proliferation of small arms and light weapons. In these different areas, UNDP will play either a lead/coordination role or a major role alongside the World Bank, UNCDF and the Joint United Nations Programme on HIV/AIDS (UNAIDS), among others, taking into account their respective spheres of competence.

14. *Objective 2: Contribute to the development of essential social services and to the definition and implementation of policies related to these services and to national population policy.* Backing up the contributions of UNFPA, the World Health Organization (WHO), WFP, UNICEF and the United Nations Educational, Scientific and Cultural Organization (UNESCO), the UNDP contribution will focus on support for : (a) raising awareness of the need to stimulate the supply of and demand for essential social services in macroeconomic, employment and social policies; and (b) decentralizing major national sectoral programmes for the development of essential social services, and coordinating the local, regional and national levels of the planning and management of such services.

15. *Objective 3: Contribute to the definition and implementation of policies and strategies for rural development, improved food security and environmental protection in a context of sustainable development.* Working mainly alongside WFP and the Food and Agriculture Organization of the United Nations (FAO), which will play a lead role in the area of food security and rural development, UNDP will continue to play a key role in the environmental area, drawing mainly on the GEF and the Capacity 21 programme. It will help build the capacities of the State and local authorities to plan, monitor and evaluate rural development, to manage natural resources, to develop sustainable sources of energy and to handle risk/disaster prevention and management. It will also build the management capacities of non-governmental organizations and community groups, in partnership with the private sector. Its support for the monitoring of the international conventions on the environment will provide it with an opening for helping the Government finalize its environmental policy.

Strategies

16. The governance programme will coordinate its three subprogrammes (economic governance, democratic governance and local governance). In the area of development management, special attention will be devoted to incorporating sustainable human development (SHD) concepts into poverty reduction policies. Priority will be given to using participatory methods and to promoting the campaign to implement the Millennium Declaration. ODHD missions will be redefined and directed at increasing involvement in the poverty alleviation strategy. In the planning area, attention will be focused on the local and regional levels. In aid reform, the central aim will be to set up an efficient coordination mechanism. To build the capacity of democratic institutions, particularly the National Assembly, UNDP, through coordination among the partners involved, will encourage a public debate on strategies and policies and on gender-specific issues and will support the coordination of institution-building efforts through the interaction of national, regional and local elected officials. Support for consolidating the decentralization process will centre on: putting in place a medium- and long-term control mechanism; promoting a policy dialogue among local authorities, the central Government and decentralized services; taking advantage of the various ongoing experiments in local governance; and continuing to provide support to rural municipalities. Partnerships will be organized through panels of the actors involved in decentralization at the national,

regional and local levels. In these different areas of governance, UNDP, together with its sister organizations of the United Nations system and the Bretton Woods institutions, notably the World Bank and UNCDF, will work closely with the Government's various partners in these areas, particularly the Governments of Belgium, Canada, France, Japan, Norway, the Netherlands, Sweden and Switzerland, plus the United States Agency for International Development (USAID), the European Union and the Inter-Parliamentary Union.

17. Environmental action proper and activities related to sustainable living conditions will be closely coordinated both upstream and downstream, using as a model the project to put in place in villages a multifunctional platform which is integrated in the PRSP. UNDP will support the permanent technical secretariat of the institutional framework for the management of environmental issues (STP/CIGQE), particularly in monitoring and implementing the international conventions on the environment, in close cooperation with UNCDF, the World Bank and the Governments of Germany and the Netherlands. Synergies will be developed with the other countries of the region in the context of regional environmental projects. The environment programme will be closely coordinated with the governance programme, inter alia, through the implementation of local sustainable development plans.

18. The two programmes will incorporate the cross-cutting themes for each of the intended effects. In poverty reduction, the cross-cutting effort in the area of governance will focus on support for: (a) monitoring and evaluation of the PRSP by building the capacity of the structures responsible for these tasks at the national, regional, local, macroeconomic and sectoral levels; and (b) systematically taking the poverty dimension into account in statistical surveys, public policy at the macro and sectoral levels, major national programmes and analyses and activities of public institutions and partner civil society organizations. UNDP action will focus on the structures responsible for monitoring the PRSP, including ODHD, and the Government's group of partners for the coordination of assistance. In the environmental area, poverty reduction will be taken into account by systematically targeting vulnerable groups.

19. Human rights will be incorporated by supporting the institutions of the democratic system and a human rights approach to the development activities covered by the programme. Support will centre, inter alia, on: (a) institution-building of the *Mouvement des peuples pour l'éducation aux droits humains/Mali* through an inter-agency project (UNESCO, UNICEF and UNDP), and strengthening of other civil society organizations such as the *Association malienne des droits humains* and the *Association des femmes juristes*; (b) coordination of the activities of the human rights consultative framework; (c) the Ministry of Justice and the Ministry of Territorial Administration and Local Communities, working with the French cooperation agency to help them set up human rights help centres; (d) incorporation of the ethical and legal dimensions into efforts to combat HIV/AIDS, particularly for the benefit of infected and affected persons; and (e) recognition of citizens' right to a sustainable environment through the implementation of international conventions on the environment and the participatory management of natural resources at the local level.

20. In the area of gender equity, UNDP will adopt gender analysis as an analytical tool. This will permit: (a) a better understanding of gender issues from the standpoint of both governance and governmental action; (b) the acquisition and processing of gender-disaggregated data; and (c) a better grasp of realities and needs for formulating and adopting appropriate policies and strategies based on reliable, measurable indicators, notably for vulnerable groups (poor women, widows, women heads of household and teenage girls), in partnership with UNFPA, UNICEF and the United Nations Fund for International Partnerships (UNFIP). The donors' coordinating committee on gender issues, for which UNDP acts as secretariat, will be responsible for monitoring and promoting the 2002-2006 Plan of Action for the Advancement of Women and the millennium development goals. In the area of environment, particularly alternative sources of energy, innovative approaches to improving women's living conditions will be explored and developed.

21. Efforts to combat HIV/AIDS will be integrated into the two programmes through prevention activities and activities to lessen the pandemic's social and economic impact. Institutional capacity-building will take a cross-sectoral approach, focusing on: (a) advocacy, advice and support to bring national plans into line with the Declaration of Commitment of the United Nations General Assembly Special Session

on HIV/AIDS and the Millennium Declaration; (b) the production of reliable information on the HIV/AIDS situation in certain key development sectors and its social and economic impact; and (c) the integration of the HIV/AIDS dimension into the various components of the PRSP. In the context of UNAIDS, the UNDP contribution will form part of a joint United Nations programme of support for the implementation of the national strategic plan. To make it possible for ICT to act as a catalyst in the spirit of the New Partnership for Africa's Development (NEPAD), there are plans to help: (a) set in motion a national ICT strategy, aimed at, inter alia, the creation of a coordination structure and a better legal environment; and (b) integrate ICT in several components of the programme (monitoring of the PRSP, coordination of assistance, capacity-building of the institutions of the democratic system, local governance and risk management).

IV. Programme management, monitoring and evaluation

22. Programme management will be governed by the principles and methods of results-based management. Particular emphasis will be placed on: planning and the monitoring and evaluation of medium- and long-term results; the search for and the creation of sustainable, high-quality partnerships; the maximizing of achievements; and the sharing of lessons learned and their use in management decision-making. The programme approach will be supplemented by the "output" approach. National execution will be pursued by reinforcing the Ministry in charge of international development and audit institutions. The office will develop analytical methods and systems on the basis of the information collected through the system of monitoring by outcomes and through more specific surveys, so as to build the capacities of project/programme teams, including their capacity to provide inputs for the national strategy debate. A review of the progress made in achieving outputs will be conducted yearly Evaluations of the outcomes achieved have been programmed for three outputs. The use of national expertise through non-governmental organizations, the Transfer of Knowledge through Expatriate Nationals (TOKTEN) and the United Nations Volunteers programme will be encouraged, as will South-South cooperation.

23. The strategy for mobilizing resources will be one which consolidates the partnerships already developed and seeks new partners among both UNDP-managed funds (thematic funds, United Nations Development Fund for Women (UNIFEM), Capacity 21) and bilateral and multilateral partners, including the Governments of Japan, the Netherlands and Sweden, the European Union and the African Development Bank, taking advantage of the opportunities available, including the HIPC Initiative. The reprofiling exercise has made it possible to stress the importance of communication, coordination and rationalization of operating costs. An operational control mechanism will be put in place to ensure that the cross-cutting themes of the programme are put into effect.

Annex

Results and resources framework

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area/output or programme area (In US dollars)*
UNDAF Objective 1: Contribute to the country's efforts to democratize society and build national capacities for better planning and management of development				
Advocacy and political dialogue	Increased use of SHD concepts by decision makers in policy formulation and implementation	SHD issues and concepts reflected in government policies and statements. Government mechanisms for planning and monitoring the PRSP which include representatives of poor groups (including women), civil society and the private sector.	NHDRs regularly produced and disseminated. Annual reporting on the implementation of the PRSP. Participatory methods adopted and used in poverty alleviation programmes and policies, taking account of the gender approach. Improved capacity to plan and manage development, using a participatory approach at the central, devolved and decentralized levels.	*Regular resources*: $4,968,000 *Other resources*: Third-party cost-sharing: $600,000
Strategic leadership of the resident coordinator system for monitoring the Millennium Declaration	Active support from the United Nations system in monitoring the Millennium Development Goals (MDGs)	National targeting and monitoring system set up to monitor Millennium Development Goals (MDGs).	Monitoring system planned and approved. Reporting on progress towards the Millennium Development Goals (MDGs) every three years. Updated, dynamic database.	*Regular resources*: $495,000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area/output or programme area (in US dollars)*
Institutional capacity of parliamentary structures, systems and processes	Institutions of the democratic system (especially Parliament) more effective in discharging their functions.	Accountability/ transparency and monitoring mechanisms in place (especially in Parliament and the Supreme Court) Parliamentary committees function better, increase in number of inquiry reports, higher proportion of women members	Procedural manuals for the target institutions drawn up and followed. Capacity of Parliament's 11 technical committees increased. Training for all women members of Parliament. Public service monitoring system in operation.	*Regular resources*: $2,122,000 *Other resources*: Trust Fund: $500,000
UNDAF Objective 2: Contribute to the development of essential social services and to the definition and implementation of policies related to these services and to national population policy				
Capacities of local authorities and civil society organizations; partnership between them	Genuine involvement of local authorities and rural and urban communities (men and women alike) in planning and management, including in the provision of public services.	A legal framework for local authority provision of public services. Civil society organizations are involved in local planning and management and in the provision of essential social services. Local elected officials have a firm grasp of management tools for the provision of public services	Long-term control strategy for decentralization prepared. The 117 target municipalities have their second three-year development plan. They have more local and outside resources and use them to increase access to and improve the quality of basic social services. At least 70% of local elected officials receive training.	*Regular resources*: $4,452,000 *Other resources*: Third-party cost-sharing: $2,450,000 Trust Fund: $7,300,000
Coordination and management of assistance	Government has genuinely taken over the mobilization and management of external resource flows.	Government prepares a policy framework for aid, plus public investment programmes.	Genuine structure for consultation between partners in the country and outside; efficient coordination mechanism.	*Regular resources*: $1,154,000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area output or programme area (In US dollars)*
Comprehensive strategies to prevent the spread and lessen the impact of HIV/AIDS.	Build institutional capacities to plan and implement multisectoral strategies to limit the spread of HIV/AIDS and reduce its social and economic impact.	Proportion of poor households, disaggregated by gender, with access to HIV/AIDS information and support. Development programmes systematically take account of HIV/AIDS and set out strategies and plans of action	Those involved in the programme have full mastery of the tools for integrating HIV/AIDS issues into development planning, taking account of the gender approach. These tools are made part of development programmes. Institutional capacity for programming the national strategy is improved.	*Regular resources*: $825,000 *Other resources*: Third-party cost-sharing: $600,000
UNDAF Objective 3: Contribute to the definition and implementation of policies and strategies for rural development, improved food security and environmental protection in a context of sustainable development				
Institutional framework for environmental management and sustainable energy development	Increased capacity of the public and private sectors, particularly local authorities and community groups, for environmental management and sustainable energy development	Production of local sustainable development plans with the involvement of the poor and of vulnerable groups (particularly women). Government policies and programmes include innovative approaches based on sustainable development principles	Recipients master local planning and management tools which link environmental, energy and poverty issues. National capacity to monitor and implement conventions on the environment is increased. Innovative approaches which contribute directly to improving living conditions are tested and documented.	*Regular resources*: $2,474,000 *Other resources*: Trust Fund: $3,700,000

Strategic areas of support	*Intended outcomes*	*Indicators of outcome or purpose*	*Outputs, including key output indicators, where needed*	*Resources by strategic area/output or programme area (In US dollars)*
			Total	*Total regular resources*: $16,490,000 *Total other resources*: $15,150,000 **Grand total**: **$31,640,000**